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ABSTRACT

The creation and meaning of a comprehensive outdoor recreation plan for the state of Texas is the topic of this address presented to the Department of Recreation and Parks, Texas A & M University, in February, 1968. Overall, the plan is concerned with any and all participation in leisure time activities conducted in an out-of-doors setting, rather than any single facet of recreation. Chronological aspects of development are traced following passage of the "Land and Water Conservation Fund Act of 1965." Supply, demand, needs, and action are described as components of the plan together with an assessment of how these components are presently being completed by the State. Possible uses and implications of such a plan are also considered within its realm as a reliable guide to the orderly and efficient acquisition and development of outdoor recreation resources in Texas. (BL)

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SCORP
The Statewide Comprehensive Outdoor Recreation Plan

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DEPARTMENT OF RECREATION AND PARKS
COLLEGE OF AGRICULTURE, H. O. KUNKEL, DEAN.
TEXAS A&M UNIVERSITY

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THE STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN (SCORP)

by

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Mr. Carlisle graduated from Texas A&M University receiving formal education in Wildlife Management and Journalism. With these qualifications, he not only conducted wildlife research programs, but also published the results for both scholars and the interested public.

Mr. Carlisle, currently the Administrator for Technical Programs in Wildlife Services Division of the Texas Parks and Wildlife Department, has had previous experience as a Wildlife Biologist and as the Assistant to the Director of the Information and Education Division of the Texas Game and Fish Commission. He served as Assistant Executive Director for the Texas Soil Conservation Board prior to joining the Research Planning Division of the Texas Parks and Wildlife Department.

It was in his last named position that Mr. Carlisle made a significant contribution to the Natural Resources field through his involvement with the creation and revision of the State of Texas Comprehensive Outdoor Recreation Plan of 1965 and 1968. The creation and meaning of this plan was the subject of his address at Texas A&M University.

The Statewide Comprehensive Outdoor Recreation Plan[1]
(SCORP)

I. BACKGROUND

The "Land and Water Conservation Fund Act of 1965" (PL 88-578) became effective on January 1, 1965. This act provides financial assistance to States and their political sub-divisions for the acquisition and development of outdoor recreation resources.

This Act stipulates that a SCORP is required from the State agency that is delegated the authority to represent and act for the State in dealing with the Secretary of the Interior (or his delegated representative) for the purpose of this Act.

Senate Bill 165, passed by the 59th Legislature delegated this authority to the Parks and Wildlife Department.

The initial SCORP was completed in December of 1965 and approved on January 14, 1966 by the Bureau of Outdoor Recreation, U. S. Department of the Interior to qualify the State of Texas for matching funds as provided by the Act until March 15, 1968. Federal funds totaling $4,695,163 have been made available to the State of Texas (as of November 29, 1967) as a result of the initial SCORP effort. An additional 2.7 million is expected shortly.

Requirements and guidelines for the completion of a SCORP have been published and are contained in Part 630 of the "Outdoor Recreation Grants-in-Aid Manual". These guidelines follow basic procedures for Comprehensive Plans developed over the years by professional planners, economists, etc. and stem from the methodology developed in industrial market analysis.

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[1]Special Address Presented to the Recreation and Parks Department at Texas A&M University, February, 1968.

II. COMPONENTS OF SCORP

A SCORP is not a plan dealing only with parks, hunting, or fishing, nor is it directed toward any other singular facet of recreation, but it is concerned with any and all participation in leisure time activities conducted in an out-of-doors setting. Hunting, Fishing, Camping, Picnicking, and Nature Study are only a few of the more than twenty activities currently being included in the State of Texas plan.

A SCORP must establish the current Supply, the current and projected Demands, the resulting Needs, and an Action program for meeting current and future requirements in all categories of outdoor recreation.

A. Supply

The Supply section of SCORP involves an inventory of facilities and activities operated by the Federal, State, Special Districts, County, City, and Private Sectors. Also included is the maximum development potential and/or production of these existing areas.

B. Demand

The demand section is a detailed study of all sociological, economical, ecological, preferential, and competing factors affecting participation in outdoor recreation by activity. The production of items related to outdoor recreation must be approached from the same aspect as the production of items by industry. Production schedules in industry are derived from the extensive demand studies related to the particular item; so should the demand for outdoor recreation be investigated before facilities are provided for the consuming public.

C. Needs

This portion of the plan involves the analysis, correlation, and conversion of supply and demand data to establish additional supply requirements by activity for individual areas of the State.

D. Action

The legal and financial restriction and capabilities of private industry and all levels of government will be reviewed and recommendations made concerning areas of responsibility to be satisfied by each.

III. COMPLETION OF SCORP COMPONENTS

A. Supply

The original SCORP contained an inventory of Federal, State, County, and City (over 5,000 population) resources. A sampling of the private sector supply was also included.

Personnel in the Inventory Section (3) of the Research Planning Division are currently completing forms for a mail-out questionnaire to approximately 8,813 possible participants in the updating of inventory data. All cities and all the private enterprises are included.

Data obtained from these forms will be analyzed and compiled to indicate the number and quality of facilities provided for each activity by region of the State.

B. Demand

The demand study to be properly conceived, developed, and compiled, requires the knowledge of experienced economists, sociologists, staticians, computer programmers, systems

analysts, and demographers, with the close coordination and guidance by recreation planners to achieve an established goal. Specialists in these fields are not in the employ of the Parks and Wildlife Department nor are they needed on a full-time basis. Neither can such assemblage of qualified personnel experienced in outdoor recreation demand studies be found in commercial planning firms. Possibly the only group of people in the fields would be institutions of higher education.

Your own University is an example, with such well-qualified professors experienced in the field of outdoor recreation as Doctors Leslie M. Reid, Clare Gunn, Bury, Schmedemann, and Suggitt.

It is always advantageous to the State as well as the Parks and Wildlife Department to call upon the resources, knowledge, and experience of the high caliber personnel and facilities available to the Department through such institutions as A&M University. Assurrances have been given by A&M University that all necessary qualified personnel and equipment will be assigned to the expedient and accurate completion of a demand study.

It is proposed that the demand study be divided into two phases: (1) the design of a methodology and (2) the actual survey. Such a division would assure that data required for updating SCORP could be achieved, and Departmental controls would be assured in each phase.

IV. USES OF SCORP

With the composition of accurate and authenticated data, the Statewide Comprehensive Outdoor Recreation Plan will serve as a reliable

guide to the orderly and efficient acquisition and development of outdoor recreation resources in Texas. To accomplish this end, however, reliable data is essential. Assuming that a thorough Comprehensive Plan is compiled, the following are but a few of its uses:

A. Administration of the Land and Water Conservation Fund Program

Since funds are limited under this program, it behooves the State to make the most efficient use of the funds available. Although "efficiency" is not a watch word in government, it is believed that it can be if government utilizes the same tools as industry. Thus SCORP will provide the information whereby the State Liaison Officer can be assured that Land and Water projects he is endorsing will meet the most critical needs of the State in the supply of outdoor recreation opportunities. Without such information, decisions will continue to be merely best guesses.

B. Administration of the Parks and Wildlife Department

For many years the Department has been plagued by a lack of supportable information concerning the demand and need for outdoor recreation opportunities. This lack of information has been detrimental not only to the support of the Department's budget, but also in its efforts to utilize the funds available in the most efficient and best manner. From the information compiled in the State Comprehensive Plan, it will be possible for the Department to determine the kind and amount of land needed for state parks and where such land should be located in the State. In addition, the information will allow the Department's park planners to determine the

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kind and amount of facilities which should be placed on any lands acquired. Further, the information will allow accurate judgements on the quality of facilities desired by the people in relation to their willingness to pay for such facilities, thus promoting the most economical construction to get the job done.

In the area of hunting and fishing, the information will allow sound administrative decisions concerning the need for land for hunting and fishing and the requirement of game production to meet current and projected demands.

At the present time, none of the above decisions can be made with any degree of certainty due to the lack of statistically sound information. As a result, in most arguments for funds or programs it is merely the Department's word against someone else's, neither of which have information to substantiate their cause.

C. Meeting State Responsibilities in Outdoor Recreation

The Governor is vigorously promoting a policy of the State meeting its own responsibilities and not allowing the Federal government to decide the fate of the State's development. This policy cannot be accomplished as long as the Federal government proports to have more information concerning the State's needs than the State itself. The area of State responsibility in which this Department is primarily interested, is outdoor recreation, fishing, and wildlife. Daily the Department staff is asked to review and comment on multi-million dollar water resource or land development projects proposed by Federal agencies. The current trend is to justify these projects,

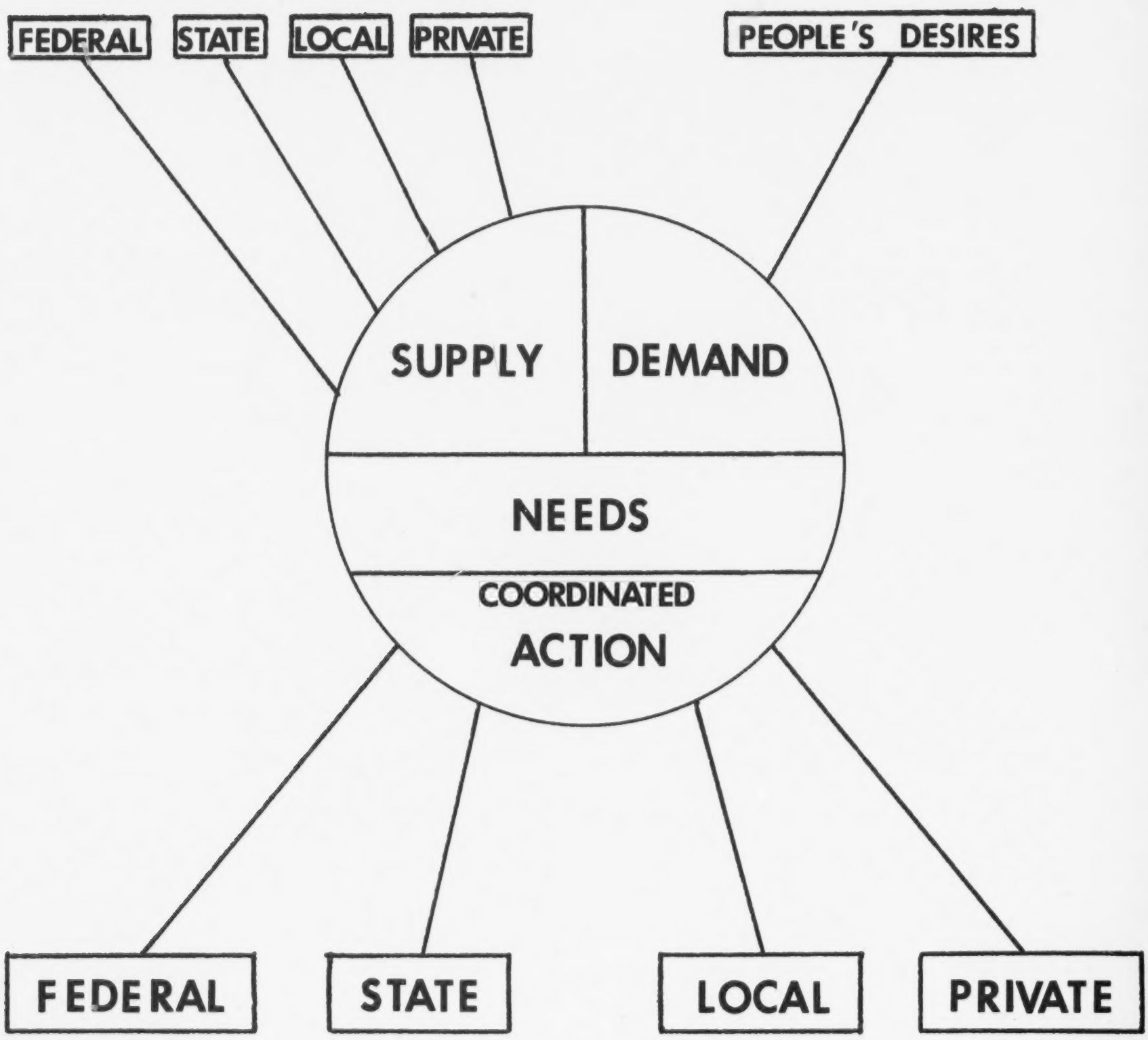
partially on recreation and fish and wildlife benefits. These benefits are calculated by the Federal agencies, and the State at this time, has no way of determining whether these calculations are in the best interest of the people of Texas. This results in the inadequacy of domination of the State's fate by the Federal government. In 1965, the Federal Congress passed Public Law 89-72 which placed the responsibility of cost-sharing of the Federal water projects on the State. PL 89-72 states in part that any recreation and fish and wildlife development by Federal Water Resource agencies must conform to the State's Comprehensive Outdoor Recreation Plan. If the State does not compile a sufficient bank of data which allows it to determine if a project conforms with the State's goals, then the State's responsibilities in this area cannot be met.

V. CONCLUSIONS

The Parks and Wildlife Department has the opportunity to take the lead and establish, through Scorp, adequate outdoor recreation resources through well documented data.

M. O. Steen once said "a successful plan must be more than an academic exercixe that measures needs in relation to supply and demand. It must be more than a mathematical manipulation of data and statistics. We deal with people and resources; the variables are countless. Planning must be tempered with practical judgement--judgement based on the realities of life as we find them. Most important of all, a successful plan must be oriented to action. Any plan that cannot be implemented has little or no value. A successful plan must lead to a successful action program." To this end the Texas Parks and Wildlife Department and its planning staff is dedicated.

SCORP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